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ABSTRACT

The conference reported in this document provided a forum for California's public postsecondary education officials to address issues related to the underrepresentation of ethnic minority students. An introduction provides statements on the nature of the problem, reasons for the problem, possible solutions, conference objectives, and conference format. The body of the report is divided into five sections giving the conference findings on each of the main topics of discussion. Section 1 covers organizational environment including the need for culturally diverse campus climates, improved program integration and coordination, and the need for data collection. Section 2 discusses academic support services calling for increased service evaluation, establishment of goals, ethnically diverse staff, and service coordination. Section 3 addresses student support services and focuses on the need for cooperative approaches, more role models, and increased financial aid. Section 4 covers early outreach and student preparation; and calls for improved academic preparation, plan coordination, and greater effectiveness. Section 5 discusses faculty and curriculum and the need for minority faculty recruitment and culturally diverse subject matter. Each section lists forces identified as driving or restraining the issue under discussion. Also included in each section are explanatory discussions and policy recommendations. (JB)

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CONFERENCE REPORT ON MINORITY ATTRITION AND RETENTION IN HIGHER EDUCATION: STRATEGIES FOR CHANGE

ASSEMBLY OFFICE OF RESEARCH

PREPARED BY GEORGE KING

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CONFERENCE REPORT

ON MINORITY ATTRITION AND RETENTION IN HIGHER EDUCATION:

STRATEGIES FOR CHANGE

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MARCH 1987

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INTRODUCTION

A. CONFERENCE PURPOSE

The Conference on Postsecondary Attrition and Retention, "Strategies for Change," was convened under the sponsorship of the Speaker of the Assembly May 2-3, 1986 in San Francisco. The conference provided a forum for California's public postsecondary education officials to address issues related to underrepresented ethnic minority students. What follows are the proceedings of this Conference, including the critical issues raised and the group's responses to these issues.

B. STATEMENT OF THE PROBLEM

The growing concern over the underrepresentation of Hispanics, Blacks, and Native Americans, in California's postsecondary institutions is driven by two themes that go beyond traditional considerations: the changing demographics which will result in the now under- represented minorities becoming the "new majority" by the year 2010; and the uncertainty of the state's social and economic welfare as it undergoes these dramatic population shifts. Present ethnic imbalances in our postsecondary institutions will worsen unless creative strategies are developed to incorporate, more effectively, minority students into the mainstream of higher education. Since many of these students lack the academic preparation for the demands of higher education, this task presents us with a significant challenge. Nonetheless, it is a task that must be accomplished quickly if we are to avert the problems of an educationally and economically divided society.

Demographic Shifts

The demographic composition of the state is changing rapidly. California's total population is projected to reach approximately 30.1 million by the year 2000, up 27% from 1980. The White non-Hispanic population, however, will actually decline as a proportion of this total, from a current 61.9% to 53.2% by the year 2000. By the year 2010, Whites will be less than a majority.

TABLE 1

Ethnic Group	1986		2000		% change
White	16.4M	(61.9%)	16.7M	(53.2%)	+2.4%
Hispanic	5.7M	(21.7%)	8.4M	(26.9%)	47.4%
Black	2.0M	(07.6%)	2.5M	(08.0%)	+23.9%
Asian	2.3M	(08.7%)	3.7M	(11.9%)	61.3%

M = Millions

SOURCE: California Department of Finance: "Provisional Population Projections for California by race/ ethnicity" Report 85. p-4, November 1985.

The Hispanic population is projected to grow from 21.7% to almost 27% of the total by the year 2000. The Black population will grow by about one-half million persons by the year 2000, representing an increase from 7.6% to 8% of the state's total population. The Asian population will increase dramatically, rising from approximately 8.7% of today's population to nearly 12% by 2000.

Thus, while non-Hispanic Whites will decline from two-thirds to slightly over half of the population by the end of this century, Hispanics and Asians will increase at a rate at least 20 times the rate of increase for Whites.

Educational Trends

California's current college graduation rates clash sharply with its rapidly changing demographics (see Table Two). The non-Hispanic White rate of a little less than 5% is surprising and disturbing. However, Blacks and Hispanics, which together comprise more than one-third of the state's 18 - 19 year-olds, are each graduating less than 2% of their youth from the public institutions of higher education within five years after high school graduation. That higher education attendance patterns reflect a tendency for more students to extend their undergraduate education over a longer period of time does little to explain away the differences in participation and graduation rates among ethnic groups. Underrepresented minorities may be less likely than others to return to education after "stopping out," as evidenced by the differences in educational attainment of the population as a whole.

TABLE 2

Retention Rates of 1,000 Ninth-Grade California Students Through the Bachelor's Degree, by Major Ethnic Group

Ethnicity	Will Graduate High School	Will Enter CC	Will Graduate CSU*	Will Graduate UC*	Overall Graduation Rate*
White	781 (78%)	289 (29%)	15 (1.5%)	33 (3.3%)	4.8%
Black	667 (67%)	262 (26%)	6 (0.6%)	10 (1.0%)	1.6%
Hispanic	661 (66%)	198 (20%)	9 (0.9%)	8 (0.8%)	1.7%
Asian	1000 (100%)	324 (32%	84 (8.4%)	125 (12.5%)	20.9%
Overall Rates	**78%**	**27%**	**2.9%**	**4.4%**	**7.3%**

* Within five years of first enrollment.

**Although there is some attrition of Asian high school students, the in-migration of new students causes this high figure. Source: California Postsecondary Education Commission, April 1985, *Director's Report*.

The disparity in educational attainment between White and minority populations becomes even more striking when one realizes that in 1980, for those 25 and older, California had the seventh highest proportion of college graduates in the nation and the tenth highest percentage of high school graduates (73.6%). Yet, less than one-half of the Hispanic population and only about two-thirds of the Blacks and American Indians aged 25 years and older had completed high school. Moreover, for that same year (1980), 21% of the White population and 31% of the Asian population aged 25 and older had completed at least a bachelor's degree while only 6% of the Hispanic population and 11% of Blacks had done so (WICHE, *Minorities in Higher Education*, p. CA-7).

C. REASONS FOR THE PROBLEM

The underrepresentation of Blacks and Hispanics in California's higher education system is a complex problem without easy solutions, even though some aspects of the problem are quite evident. For example, higher proportions of minority group members in California live at or below the official poverty level than do white Californians, as illustrated in Table 3. Since the underrepresented ethnic minorities in California are overrepresented as a percentage of the poverty population, any marginal increase in poverty tends to have a disproportionately negative effect on these groups.

TABLE 3

ETHNIC POVERTY RATES BY PERCENTAGE SHARES OF EACH GROUP, 1980

Ethnic Group	% of State Population	% of Population in Poverty	Total # of Each Group in State
White (non-Hispanic)	76.2	8.0	18,030,893
American Indian	0.9	1.0	201,369
Black	7.7	25.0	1,819,281
Hispanic	9.2	33.0	4,544,331

Source: SOEO, "The Status of Poverty in California, 1983-84" (1985).

There are strong correlations between ethnic underrepresentation in California's institutions of higher education and ethnic overrepresentation as a percentage of those living below the poverty level. Furthermore, educational representation in higher education tends to correlate strongly with family income in general. Among households with incomes under $12,500 but over the official poverty line, minorities are again overrepresented (Table 4). Even for families that are marginally above the poverty line, the social dislocations induced by near-poverty conditions persist; there is a strong connection between degrees of economic poverty and the educational and life chances of the individual.

TABLE 4

Family Income of Ethnic Groups Below $12,500 by Percentage Shares of Each Group, 1980

Ethnic Group	% of Group Below $12,500
White	34%
American Indian	39%
Black	48%
Hispanic	39%

Source: United States Census Bureau, 1980

The relationship between income and educational achievement and its implications for California can be summed up as follows:

FACT:

- o *Underrepresented minorities fall generally to the bottom of any income distribution measures;*
- o *In general ethnic groups are the least well prepared scholastically of any groups, as judged by performance on standardized tests (GPAs, SATs, etc);*
- o *Those secondary and elementary schools with the fewest resources available have the largest percentage of minority students;*
- o *Only the smallest percentage of minority students find themselves in elementary and secondary schools with strong college preparatory programs.*

INFERENCE:

- o *Educational opportunities are least available to youth from socio-economically disadvantaged conditions.*
- o *Unless something is done to reverse this course, the number of minorities living in poverty is likely to grow at least proportionate to their increase in the California population.*

D. TOWARDS A SOLUTION

Policymakers realize that the problem of minority under-representation must be addressed at three points: recruitment and enrollment; retention in the system; and graduation. However, to date, most of the policy emphasis has been on the recruitment of minority students with resources being targeted for identification and matriculation. The problems of increasing the initial pool, retaining students already enrolled, and improving graduation rates have received relatively little attention. Hence, small numbers enroll and even smaller numbers graduate. Moreover, while attention has focused on attracting more minorities to the university, the increase in minority dropouts from these same institutions appears to have escaped public attention.

Even as Black undergraduate enrollment at both the community colleges and the California State Universities has declined (from 9.8 % in 1978 to 8.2 % in 1984 in community colleges and from 8.1 % to 6.3 % in California State Universities), so have Black degree recipients from both CSU and UC. Meanwhile, Hispanic undergraduate enrollment and degree recipients have increased slightly in all three public segments, but the rate of increase has been considerably slower than the growth of Hispanics in the population, resulting in proportionately fewer Hispanics completing the higher education cycle (*Background for Expanding Educational Equality* , 1986).

Recognizing that an all-out attack on the problem of attrition of underrepresented ethnic minorities in higher education is key to any improvement in the situation, this conference set forth the following plan of action.

E. CONFERENCE OBJECTIVES

The intersegmental planning committee proposed to develop aggressive and pragmatic action plans, as well as short, intermediate, and long-range policy recommendations for improving minority retention and graduation rates in our public postsecondary institutions. The specific goals and objectives were:

1. *To establish a basic understanding and a sense of shared values regarding the issues of attrition and retention as they affect minorities, particularly Blacks, Hispanics and Native Americans;*

2. *To identify and understand the role of the systemic, societal and intra-institutional factors that contribute to the high dropout rate for Blacks, Hispanics and Native Americans;*

3. *To describe and become familiar with the institutional policies, procedures, program structures and campus environments that have been successful in improving minority student retention;*

4. *To assess institutional/segmental needs in relation to the above;*

5. *To identify available and additional fiscal and personnel resources needed to improve significantly the retention rate of minority students;*

6. *To identify and articulate public policy implications of the foregoing efforts; and*

7. *To identify current impediments to educational success and create incentives for success.*

F. FORMAT OF THE CONFERENCE

An intersegmental advisory team of institutional researchers and representatives from California Postsecondary Education Commission, the Joint Committee for Review of the Master Plan, the Commission for Review of the Master Plan, and the College Board was selected to plan the subject matter areas to be addressed at the conference, and to identify those institutional personnel who either had access to the necessary data or who had produced significant research in the area. Some of those individuals assisted in developing the framework for identifying and analyzing issues related to minority retention.

Since the public postsecondary segments were the units of analysis, as well as the primary target for the findings, we consciously involved segmental representatives as collaborators in the planning and implementation of the conference in the hope that they would be more open to the findings and more likely to implement the recommendations.

Public policy regarding minority student retention and persistence is best informed by identifying those practices, procedures, policies and structures which tend negatively to affect student persistence and graduation. Thus, we prepared a format which was designed to assist each segment in identifying and describing key issues related to minority persistence on individual campuses. These issues were collected and compiled by the Conference Committee for distribution at the conference.

The Honorable Willie L. Brown, Jr., Speaker of the Assembly, invited the chief executive officer of each segment to join him at the conference and to invite to the conference key campus personnel involved in policy development for promoting student persistence. Specifically, he requested that each of the four-year segments send, among others, the chief academic officer, the chair of the academic senate, the official responsible for undergraduate studies, the chief student affairs officer and the official in charge of the academic support system from each campus to constitute the segment's management team for program development and related public policy formulations.

Since the structure of the community colleges differs substantially from the other two segments, the Speaker requested the Chancellor's Office to identify its management team. Following the appointment of segmental representatives by each chief executive officer, Steven Thompson, Director of the Assembly Office of Research, requested each segmental representative to select an individual to participate in the conference. Mr. Thompson also explained the purposes of the conference, enumerated the principal policy areas to be addressed, recommended that each campus team collect certain data and outlined the methodology of the conference.

Conference participants were divided into five groups, each representing one of the five broad areas that had been identified by the Conference Committee for discussion. The topic areas were: Organizational Environment/Climate; Academic Support Systems; Student Support Services; Early Outreach and Student Preparation; and Faculty/Curriculum.

Prior to the conference, each segment was asked to identify five or more individuals skilled in group dynamics to serve as group leaders. A training session was held to sharpen the skills of these group leaders and to refine their competencies in the use of the "force field analysis technique," a method which defines the driving and restraining forces which determine the process of goal achievement.

SECTION 1: ORGANIZATIONAL ENVIRONMENT

Organizational environment is shaped by policies, practices, procedures, structures and attitudes which influence a college/university campus, congeniality, and its receptiveness to students.

CONFERENCE FINDINGS:

1.1. Institutions need to promote a culturally diverse campus climate.

1.2. Institutions must better integrate successful programs, policies and procedures which increase participation by minority faculty, staff and students.

1.3. Coordination and planning should be improved between campus representatives dealing with student, staff and faculty affirmative action.

1.4. An institutional system should be developed to collect, analyze and disseminate relevant data on institutional policies affecting retention and attrition of underrepresented minority students.

Listed below are the Driving and Restraining forces identified by Conference participants, pertaining to organizational environment/climate.

Driving Forces

- Institutional commitment to improve systematically integration of students within campus environment
- Restructuring and renewing special programs to meet the needs of the changing student population
- Mechanisms for improved intersegmental transfer
- Institutional incentive/support for improved evaluation/monitoring of "at risk" students
- Institutional/organizational response to retention
- M.E.P. programs
- Monitoring programs
- Recognition of problem by high level administrators and agreement to address problem
- Commitment of involved staff
- Cross-cultural appreciation--faculty, administrators, students
- Intersegmental cooperation
- Exploration of ways to move students through the curriculum faster
- Flexibility to address new audiences at new times

Restraining Forces

- Personal and social skills
- Size and complexity of campus environment
- Lack of funding -- amount and flexibility
- Retention not seen as the responsibility of institutions as a whole
- Lack of institutional focus/goals/concerns
- Lack of faculty involvement in targeted areas
- Lack of rewards -- mentors
- Inadequate resources for instruction, class size, physical plant, etc.
- UC tenure policy; K-12 tenure policy too easy
- Community Colleges--ADA; formula for transfer courses unstable; lack of a core curriculum
- UC/CSU/CCC -- undergraduate education not comparable
- Lack of faculty/student interaction
- Inadequate system adjustment to different kinds of students with different learning styles
- Funding system does not encourage strategies for responding to these students
- Mismatch between program intent, goals of institutions and funding
- Lack of intersegmental data base
- Poor advising for transfer student
- Inadequate child care facilities; financial aid.

#1.1. INSTITUTIONS NEED TO PROMOTE A CULTURALLY DIVERSE CAMPUS CLIMATE

DISCUSSION

Students do well in environments in which they sense acceptance. Unless campuses represent and welcome California's diversity of cultures, we cannot hope to enter the 21st Century with a well-educated, multicultural society. Minority students often bring to campus cultural characteristics that are new to the institution, and which may not be fully understood. When the advantages of diversity are not clearly and emphatically reinforced by the administration and other campus institutions, some students may respond to the presence of ethnic minorities with a lack of acceptance, a too-persistent vestige of the days of open discrimination.

The American Council on Education has observed that abnormally high dropout rates are not found among academically "high risk" minority students for whom many supportive services were designed, nor among the bright minority students at the other scholastic pole, but, rather in "the vast middle category of students admitted to college on the basis of satisfactory but not outstanding high school records." (Spurlock, *Minorities in White Colleges*, ACE 1974) This suggests that a large number of minorities do poorly or drop out for reasons independent of academic problems. An important contributing factor may be the alienation experienced by minority students in a culturally different environment. Special programs are established to address the needs of minority students admitted by special action, but at UC and CSU, the retention of these special admits is less than half that of regularly admitted minority students. These special programs have failed to overcome the impact of both background deficits and an inhospitable institutional environment.

Different backgrounds (e.g., peer culture, neighborhood environment, family background, secondary school experiences, etc.) and a different set of expectations about schooling may lead many minority students to react to the institution in ways not well understood by others. Such misunderstandings can result in a lack of acceptance by majority students and a failure to integrate into the academic and social mainstream of the institution. Since greater social and academic integration is correlated with better academic performance (Astin, 1975), the difficulty that minority students encounter in making this transition bodes ill for their academic futures.

Astin (1975) and Pascarello & Terenzini (1979) found that such factors as high use of campus facilities, holding a job on campus (not in excess of 20 hours per week) and having informal contacts with professors and students outside the classroom were

positively associated with retention and persistence. The academic and social integration of students into the institutional environment is particularly important for ethnic minority students on majority campuses, where social isolation is more likely to occur and where stress is likely to be higher.

Similarly, Dawkins and Dawkins (1980) found that interracial contact that centered around social activities was associated positively with academic success by Black students, regardless of their achievement level prior to attending college. On the other hand, institutional environments in which ethnic minorities experience social rejection and isolation are likely to produce psychological stress (Astin, 1975). This stress, in turn, is likely to lead to both depression and self-segregation, which are frequently precursors to academic failure.

POLICY RECOMMENDATIONS:

Institutions should develop policies, practices and procedures which reflect and support the cultural diversity of California.

Recommendation 1.1.a Each institution should establish a formal policy to assess and monitor the culture/climate of all campus units to ensure that they do not inadvertently impede the progress of any ethnic student.

Recommendation 1.1.b Each institution should establish procedures to ensure that literature, art, music, dance, and history that reflect the culture of minority students are incorporated into the extra-curricular life of the campus.

Recommendation 1.1.c. Each postsecondary institution, together with department heads and faculty, should be responsible for developing and implementing programs designed to increase awareness of the significant and unique contributions of ethnic minorities among all faculty, staff and students. Where ethnic studies programs have been successful in these efforts, they should be retained and strengthened.

Recommendation 1.1.d. Each institutional CEO should establish as an operational goal the recruitment, hiring, and promotion of faculty, staff and administrators to achieve a racial/ethnic parity between the employees of the institution and the students enrolled.

#1.2 INSTITUTIONS MUST BETTER INTEGRATE THOSE SUCCESSFUL PROGRAMS, POLICIES AND PROCEDURES WHICH INCREASE PARTICIPATION BY MINORITY FACULTY AND STAFF AND STUDENTS.

DISCUSSION

The Civil Rights Movement of the 1960's raised the social consciousness of educational and public policymakers and thereby ushered in an era of reforms and innovations in minority access to higher education that were just short of revolutionary. Moreover, the elimination of discriminatory practices by federal and state governments, the rapid expansion of colleges and universities (especially two-year colleges), the establishment of student financial aid and supportive services, and increased recruitment by colleges and universities all led to an unprecedented enrollment of ethnic minority students in higher education.

However, while these reforms significantly improved minority access, they have not eliminated minority underrepresentation and underachievement. Progress in admitting culturally different students was not accompanied by efforts to adapt the institutional climate to these students. Therefore, while their numbers increased, underrepresented minority students continued to be in a culturally marginal position on mostly-white campuses. A lack of coordination among academic, financial and support structures further exacerbated the problem and resulted in the isolation of special programs such as SAA, CORE, EOP and EOPS from the regular administrative and financial frameworks of the institutions (A Report by The Educational Equity Advisory Council, CSU, 1976). These programs were funded, in most instances, from special externally supplied grants and appropriations, and thus had to rely on external support to survive. In addition, minority input, which might have resulted in the institutionalization of a more culturally diverse environment, seldom occurred. In most instances, progress has hinged on a concerned and respected program administrator with direct access to the institution's CEO.

Thus, during the 1960s and early 1970s, a number of special programs were created to respond to the special needs of minority students who were being admitted in increasing numbers. The decentralized nature of these equity efforts, however appropriate for the times, has proven an ineffective strategy for fostering a hospitable institutional environment. Now it is time for statewide governing boards, system-wide administrations, and institutional CEOs to bring coherence and permanence to educational eq-

uity efforts and to direct some of their energies towards creating a more culturally diverse and hospitable institutional environment.

The Legislature recognized the necessity for addressing this issue, and included language in the 1983-84 budget which spelled out the U.C. and C.S.U. responsibilities for the reorganization of their equity programs. Specifically, the budget language stated:

"The University of California and the California State University shall prepare plans (with a timetable for implementation) for consolidating on each campus existing student affirmative action programs, educational opportunity programs, and other appropriate programs and services. This consolidated effort should include two components--outreach and retention."

We, therefore, make the following policy recommendations.

POLICY RECOMMENDATIONS

Recommendation 1.2.a. Each CEO of each U.C. and C.S.U. campus should take immediate steps to implement the legislative mandate to integrate all special equity programs into the institutional fabric of the college/university.

Recommendation 1.2.b. Each system-wide office should be required to monitor and report to the Legislature, not later than December 1, 1987, the status of implementation of the legislative mandate by campus.

#1.3 COORDINATION AND PLANNING AMONG CAMPUS REPRESENTATIVES DEALING WITH STUDENT, STAFF AND FACULTY AFFIRMATIVE ACTION SHOULD BE IMPROVED.

Affirmative action goals to which the institution has committed are often disregarded by staff in the everyday performance of their duties. Students are frequently unaware that such commitments to alleviating ethnic minority underrepresentation even exist. Without a statement of mission which incorporates the goals of affirmative action, significant progress is unlikely to occur. Such statements that do exist are often too general to be meaningful. Indeed, overly general statements may be interpreted as an indication that a college or university does not take its affirmative action commitments seriously. Failure to articulate specific policies to promote affirmative action as an inte-

gral part of the mission of the institution results in a de facto acceptance of the status quo.

Despite a growing awareness of the need to improve opportunities for underrepresented groups, institutional commitment to minority education has been tentative at best. The absence of clear and forthright language articulating institutional missions and priorities has resulted in a fuzziness in the direction given to the institutional elements (e.g., academic senates, faculty groups, deans, etc.) which share responsibility for improving minority education. This lack of a strong focus has impeded effective planning and goal setting and has been exacerbated by the problem of decentralized control of institutional efforts.

Efforts to strengthen and revitalize educational equity have been, for the most part, superficial: e.g., reorganizing of programs and activities rather than making substantive changes in practices and procedures.

State boards of education and administrators in higher education need to address in clear and unambiguous language the institutional structure that will encourage minority participation and persistence, and to formulate goals and well-defined plans for achieving these goals. It is this kind of coordination of effort that will yield a significant measure of cultural diversity and greater persistence among minority students.

POLICY RECOMMENDATIONS:

Recommendation 1.3.a. Governing boards and CEOs of each postsecondary institution should issue a policy document outlining in clear and forthright language the institution's commitment to educational equity. Among other things, this document should include a firm statement of the institution's mission and priorities regarding student, staff, faculty and administrator affirmative action.

Recommendation 1.3.b. Each postsecondary institution CEO should immediately take steps to coordinate all institutional programs which address problems of equity for all groups: students, faculty and staff.

#1.4 AN INSTITUTIONAL SYSTEM MUST BE DEVELOPED FOR THE COLLECTION, ANALYSIS AND DISSEMINATION OF RELEVANT DATA ON RETENTION AND ATTRITION OF UNDERREPRESENTED MINORITY STUDENTS.

DISCUSSION

Research and evaluation are necessary elements in improving organizational decision making and the institutional climate. Focused and comprehensive strategies for improving organizational climate depend upon a good data base. The more that is known about students, the more ably institutions can respond to their needs. It is prudent, therefore, for institutions to organize an investigative unit to identify those aspects of the institution which have a negative effect on minority student persistence.

POLICY RECOMMENDATIONS:

Recommendation 1.4.a. Institutions which have been the most successful in recruiting, retaining and graduating underrepresented minority students are those which have the most comprehensive, efficient student data bases. Therefore, the Legislature and the Governor should take immediate steps to fund the establishment of a longitudinal data base to include background and course of study information on all California K–postsecondary students.

Recommendation 1.4.b. The Legislature and Governor should mandate and provide funds for the State Department of Education to report biennially to the Legislature on the retention and graduation rates for all students in public secondary schools.

Recommendation 1.4.c. The Legislature should require the State Department of Education to report annually on the ability of public secondary schools to offer sufficient numbers of adequately staffed courses for students to become eligible to enroll in either UC or CSU.

SECTION 2: ACADEMIC SUPPORT SERVICES

Academic Support Services include the following basic services: summer transitional programs; advising and counseling sessions; learning skills assistance, including time management, note-taking and test preparation techniques; and tutorial assistance.

CONFERENCE FINDINGS:

2.1. Academic support services should be evaluated to allow increased funding of the most effective services.

2.2. Measurable goals, objectives and timetables for academic support services must be established.

2.3. Ethnic diversity of the students should be reflected in the academic support services staff.

2.4. Coordination of academic support services between and within institutions needs to be improved to achieve the common goal of increased retention and graduation rates of underrepresented ethnic minority students.

Forces which were identified by conference participants as driving and restraining the effective functioning of academic support services are listed below:

DRIVING FORCES

- Dedicated, caring and culturally and linguistically diverse faculty and staff
- Institutional commitment to address educational needs of minority students
- Peer advisement, tutoring and monitoring programs
- Support systems which are developmental in nature and address cognitive and affective needs of students
- Positive programs, i.e., "bridge," academic readiness, academic early warning, articulation/transfer, orientation
- Programs which target needs of special populations, in addition to what the institution normally provides
- Intersegmental cooperation in assessment, advisement, placement and monitoring of transfer students
- Commitment of senior administrators to educational equity goals
- Orientation programs
- Programs that foster student involvement, i.e., students helping students, student researchers, student organizations
- Recruitment and retention of minority faculty as role models
- Programs that validate students' ethnic identity and self-esteem
- Institutional recognition of the importance of academic support services, regardless of enrollment declines

- Externally funded programs which target the needs of special student populations

RESTRAINING FORCES

- Lack of institutional leadership and commitment to address education needs of minority students
- Lack of resources to provide effective programs
- Lack of comprehensive, systematic and integrated services and programs to meet student needs
- Lack of effective program evaluation of support services
- Lack of comprehensive models for assessment, advisement and monitoring of student progress
- Lack of incentives for faculty involvement
- Lack of effective communication among segments
- Institutional policies and practices which constrain student academic progress
- Discrepancies between student and faculty expectations
- Lack of means for early identification of students "academically at risk" and lack of a policy for active intervention
- Inadequate funding to develop and staff personalized counseling programs that provide long term continuity
- Diagnostic testing is too limited -- should be expanded to all disciplines
- Lack of sufficient role models and mentors
- Deficit philosophy of service delivery
- Insensitive, unmotivated and incompetent staff

#2.1 ACADEMIC SUPPORT SERVICES SHOULD BE EVALUATED TO TARGET INCREASED FUNDING TO THE MOST EFFECTIVE SERVICES.

DISCUSSION

The resources allocated for academic support programs have been insufficient to establish and sustain these programs at a level of optimum effectiveness. Even exemplary programs have too often been underfunded. One critical explanation is the lack of sound evaluation data on which to base funding decisions

Evaluation research is vital if we are to document the effectiveness of programs and services. Competent evaluation research should reveal which services are needed, and which are being adequately provided. However, since an effective evaluation component is seldom built into these programs, academic support service units lack a mechanism by which to demonstrate program effectiveness and, consequently, funding worthiness. The result is a haphazard funding process which fails to reward merit and inadequately serves students.

Until the K-12 system accomplishes the task of better preparing all students, increasing the retention and graduation rates of students will require a greater commitment to academic support services and an increased focus on basic skills development. This will be the case regardless of institutional mission or selectivity. If adequate funding is not provided for effective programs, institutions will be forced to take resources from regular undergraduate programs, thereby weakening the whole structure of undergraduate education. Furthermore, if the state reaffirms a policy which assigns primary responsibility for developmental education to the community colleges, then it should provide substantially more financial support to allow them to serve the increasing numbers of students requiring these services.

POLICY RECOMMENDATION:

Recommendation 2.1.a. Each postsecondary institution's CEO should make a public commitment to allocate the necessary resources to establish and maintain a comprehensive and integrated system of academic support services. These resources should include adequate funds for well-designed evaluation research.

Recommendation 2.1.b. The Legislature should adopt a formula for funding developmental education that would match state policy for provision of these services with state support.

#2.2 MEASURABLE GOALS, OBJECTIVES AND TIMETABLES FOR ACADEMIC SUPPORT SERVICES NEED TO BE ESTABLISHED.

DISCUSSION

The achievement of "an optimal delivery of academic support services" requires that institutions set goals, define objectives and establish timetables by which these goals and objectives should be met.

The major goal of academic support services should be to increase the retention and graduation rates of minority students in need of these services. The goal for all institutions should be parity in retention and graduation rates for all groups of students. The timetable by which these goals can be achieved, however, will depend to a large extent on the institutions' commitment to individual assessment of students.

Educators, of course, have always been aware of the value of needs assessment results in meeting the goals or objectives of academic support services. Even today, the vast majority of college leaders throughout the United States consider current methods of student assessment adequate, and an increasing percentage of them are beginning to institutionalize these assessment instruments at their respective institutions

It is important, however, to distinguish among types of assessment. Appropriate and timely diagnostic assessment of individual student needs can be a powerful tool in providing effective services and, hence, improving retention rates. This type of assessment, however, should not be confused with "assessment for screening and accountability" nor with assessment as a means of improving teaching and learning. **To document performance is not to improve performance.** Assessment should not be an end in itself. Rather, it should be an integral part of an institution's strategy to improve the performance of students, enhance teaching and learning, and to monitor the effectiveness of its system of higher education (Education Commission of the States, 1986).

Learning skills laboratories and tutorial services are models for student assessment and service delivery and have received considerable attention over the last decade because of their success. These interventions vary from institution to institution, but, in general, all perform initial diagnoses of student deficiencies, prescribe learning modules and tutorial services, administer mastery exams and maintain records of student progress, and provide faculty for special and individual assistance. A trend for learning labs to offer more technological solutions for learning problems while meeting the criteria for cost effectiveness may well be eroding the most effective element of

these programs -- the human factor. Students from disadvantaged backgrounds need human role models for encouragement as much as for learning skills. They often have these needs met by the faculty and staff who work in the programs. Further, technological solutions presuppose self-motivated and self-directed learners -- a condition which does not always apply to many students, particularly minorities and underrepresented students.

Faculty, both minority and non-minority, can also play a key role in the overall design of an institution's efforts to increase retention and graduation rates of minority students. Faculty are uniquely able to aid in these efforts, if they are motivated and provided avenues of participation which draw on their special skills as educators. Faculty contact with students occurs on a regular basis; they possess first-hand knowledge of how different students tend to perform; and they steer and orchestrate the classroom learning process and determine what is important for students to know. If the institution and its academic departments provide sufficient inducements (e.g., increased pay, merit toward tenure and promotion and released time), faculty involvement can be increased.

As noted earlier, a cursory examination of retention and graduation rates of underrepresented ethnic minorities indicates that programs to ensure minority success in higher education have been, for the most part, dismal failures. What is curious, though, is that almost 90 of the nation's college leaders consider retention and graduation rates to be appropriate measures of institutional effectiveness (Table 6). It is incredible, then, that the retention and graduation rates of underrepresented ethnic minority students have remained abysmally low. The resolution of this contradiction remains one of the critical issues to be addressed by policymakers.

It is essential that underrepresented students be aware of all available support services designed to help them meet the academic challenge. Orientation services should offer these students and their parents an opportunity to visit the campus and meet with college faculty, staff, and currently enrolled students prior to the beginning of classes. Moreover, orientation programs should provide a realistic picture of the institution's academic demands, while providing minority students with encouragement, advice, guidance, and information about what to do if they get into academic difficulty. Summer "bridge" programs should be provided for all underrepresented students whose academic profiles indicate supplementary work is needed to help ensure academic success during the first year.

POLICY RECOMMENDATIONS:

Recommendation 2.2.a. The Legislature should request the California Postsecondary Education Commission, in conjunction with a task force appointed by the Legislature, to develop a system of "indicators of effectiveness" for the entire public postsecondary

education system. These indicators of effectiveness would be used to monitor the institutions' progress toward meeting their goals and objectives for minority education. This system should include, but not be limited to, student demography; participation and completion rates of underrepresented ethnic minority students; faculty, staff, and administrator affirmative action records, and adequacy of instructional and learning resources.

Recommendation 2.2.b. Each campus should be required to submit a review of its effectiveness in meeting its goals and obligations for minority education. These reviews should be submitted to CPEC and incorporated into the overall institutional review.

Recommendation 2.2.c. The Legislature and the Governor should provide adequate funds to institute and implement on every campus summer "bridge" programs designed to orient first-time postsecondary, underrepresented ethnic minority students and their parents to the culture of the institution, the rigors of collegiate-level study, and the support services that will be available to them.

Recommendation 2.2.d. Each postsecondary institution's CEO should take immediate steps to establish policies and procedures that will encourage greater faculty participation in academic support programs.

Recommendation 2.2.e. Each postsecondary institution's CEO should take immediate steps to ensure that appropriate student assessment data are gathered, compiled and delivered to those faculty and staff engaged in advising and counseling underrepresented ethnic minority students.

#2.3 ETHNIC DIVERSITY OF STUDENTS NEEDS TO BE REFLECTED IN THE ACADEMIC SUPPORT SERVICES STAFF.

DISCUSSION

Academic support services have increased retention rates by at least 25% at some institutions (Carstensen & Silverborn, 1979). Yet, some minority students might seek academic help only if minority counselors are available. The institution can increase the participation rates of minority students as well as enhance the likelihood of a productive first encounter by encouraging a counseling staff that is both culturally diverse and culturally sensitive.

POLICY RECOMMENDATIONS:

Recommendation 2.3.a. Each postsecondary institution's CEO should conduct an audit of academic support service units to determine the ratio of minority staff to students on campus. An attempt should be made to achieve parity.

Recommendation 2.3.b. Inservice training should be provided to all academic support service counselors to aid them in working with minority students.

#2.4 COORDINATION OF ACADEMIC SUPPORT SERVICES BY INSTITUTIONS NEEDS TO BE IMPROVED TO ACHIEVE THE COMMON GOAL OF INCREASED RETENTION AND GRADUATION RATES OF UNDERREPRESENTED MINORITY STUDENTS.

DISCUSSION

Undoubtedly, there are exemplary programs in place on any number of campuses, but there is no effective system of communication between these programs, nor any sharing of information about what works for specific student problems. Formal institutional structures for enhancing both intersegmental and inter-institutional communications need to be established. A statewide clearinghouse to facilitate the design of appropriate student assessment instruments, to develop and refine academic support programs, and to develop appropriate evaluation instruments would significantly increase the effectiveness of academic support interventions.

POLICY RECOMMENDATIONS

Recommendation 2.4.a. The Legislature should direct CPEC to comply with its mandate to function as a statewide clearinghouse to facilitate the development, implementation, and sharing of programs as well as assessment and evaluation instruments to enhance minority retention and persistence.

SECTION 3: STUDENT SUPPORT SERVICES

Student support services are those services that are not directly related to academic endeavors, but are necessary for successful student matriculation. They include: personal counseling; financial aid; housing; career counseling; campus social activities; employment; survival skills; and orientation with students and parents.

CONFERENCE FINDINGS:

3.1 Systematic and cooperative approaches need to be developed to provide adequate student support services which assist in the retention of underrepresented minority students and evaluate their success.

3.2 There are insufficient role models and mentors (both minority and non-minority) to provide underrepresented ethnic minority students with personal guidance and assistance in achieving their academic and career goals.

3.3 Financial aid is inadequate to allow underrepresented minority students to complete their education.

Listed below are driving and restraining forces regarding student support services identified by the conference participants.

DRIVING FORCES:

- Transition programs and services (transfer, top, summer bridge, orientation)
- Special admissions
- Faculty and staff affirmative action
- Services (learning/tutoring centers, EOP/EOPS, SAA, faculty mentoring, ethnic studies, student organizations, peer counseling, etc.)
- Intersegmental communication and articulation
- Selected legislative and system initiatives (ACR-83)
- Precollege services
- Financial aid
- Institutional support and commitment
- Promote image of student services
- Timely response to student needs
- Sensitive, committed and competent staff
- Clear understanding of mission, goals and philosophy and their relationship to all segments of the institution and to student success
- Adequate funding for staff, facilities, programs and equipment
- Effective coordination with other campus programs
- Mentoring relationships between faculty, staff and students

- A sense of belonging and cultural acceptance

RESTRAINING FORCES:

- Inadequate resources
- Poor image, student services
- Lack of role models
- Lack of institutional commitment
- Inadequate collaboration: coordination between student support services, faculty, and administration
- Financial aid
- Lack of quality academic preparation
- Categorical funding is a double edged sword
- Misuse of assessment tests
- Stigma attached to special programs
- Fear of having special programs for minority students (institutional)
- Ineffective staff as a result of unmotivated, insensitive and incompetent staff
- Unclear mission and lack of defined goals
- Coordination, evaluation mechanism, accountability, early warning monitoring systems
- Deficit philosophy of service based on low expectation of student success
- Lack of faculty mentoring
- Lack of understanding and alienation from institution
- Defining minority issues as problems
- Inadequate academic and career advising
- Inadequate participation in social, recreational, and student life of the campus
- Inadequate adjustment of student services to meet student needs

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#3.1 SYSTEMATIC AND COOPERATIVE APPROACHES NEED TO BE DEVELOPED TO PROVIDE ADEQUATE STUDENT SUPPORT SERVICES WHICH ASSIST IN THE RETENTION OF UNDERREPRESENTED MINORITY STUDENTS AND EVALUATE THEIR SUCCESS.

DISCUSSION

Adequate student support services are essential to assure the success of minority students on our campuses. Many of the support services created primarily for high risk underrepresented minority students are now being used successfully for student bodies at large. Without a significant increase in those resources, minority students are being

squeezed out. This problem is especially acute for those minority students whose grade point averages and test scores do not identify them as persons for whom "special programs" would be useful. These students often lack adequate college preparation (test scores notwithstanding), and the successful pursuit of college-level programs becomes difficult.

In order to assure successful programs, there must be adequate collaborative efforts among student service staffs, faculty and administrators. Too often the various segments are viewed as isolated, independent, competitive entities, rather than as one unified system through which students can and should progress smoothly.

There is, in addition, simply too little documentation of successful and unsuccessful student support programs. Thus, successful programs often are not replicated and less than successful ones are not identified and strengthened. Both practices are costly to the students and the state.

By evaluating programs and program components, we can identify those strategies and techniques that have been particularly successful. A common evaluation framework should be used so that we will have consistent data for analysis. Such an evaluation would identify successful programs, and could be used to make funding decisions.

POLICY RECOMMENDATIONS:

Recommendation 3.1.a. CPEC should develop a framework for assessing and evaluating student support services, and identify common data elements to be collected and criteria for evaluation of the services. Each segment should report its findings biennially to CPEC and the Legislature, and CPEC should be directed to review and comment on these reports.

Recommendation 3.1.b. The Legislature should require the segments to demonstrate that they have met their goals towards increasing the program completion and graduation rates of underrepresented minority students before budget augmentations are considered.

Recommendation 3.1.c. The CEO of each postsecondary institution should integrate all student support services. Part of this integration would include establishing research plans that identify the number of students using the programs who complete their schooling, as well as reasons why students leave school. The CEOs of each postsecondary institution should take immediate steps to conduct program audits of all learning assistance centers at their institutions to determine the adequacy of center funding, and to assess the centers' impact on the regular curriculum and on the special learning needs and problems of underrepresented minority students.

Recommendation 3.1.d. Each community college should have a transfer center which provides students with clear information about transfer requirements and assists underrepresented minority students in meeting those requirements. Meanwhile, CSU and UC campuses should establish cooperative agreements with community colleges in their geographic areas regarding matriculation and transfer arrangements for all students.

Recommendation 3.1.e. All four-year public institutions should provide annual reports of student-specific data to the community colleges disaggegated by race or ethnicity, on performance of transfer students.

Recommendation 3.1.f. Each institutional CEO should establish an exit interview center to identify problems and solutions that have an impact on minority attrition and retention, and annually report the findings to CEPC.

#3.2 THERE ARE INSUFFICIENT ROLE MODELS AND MENTORS (BOTH MINORITY AND NON-MINORITY) TO PROVIDE UNDERREPRESENTED ETHNIC MINORITY STUDENTS WITH PERSONAL GUIDANCE AND ASSISTANCE IN ACHIEVING THEIR ACADEMIC AND CAREER GOALS.

DISCUSSION

The success of student counseling is well documented. Glennan (1975) has reported that intrusive college counseling reduced the freshman attrition rate at the University of Nevada at Las Vegas from 45 percent to 6 percent in two years. Also, Frank and Kirk (1975), in their study of counseling effectiveness, found that students who voluntarily used the counseling center did not differ (in terms of test scores, major fields, vocational interest, or other personal background characteristics) from students who did not use the center. Yet, the five-year dropout rate for counseled students was only 17 percent, compared to 36 percent for all students, and the more frequent the use, the lower the dropout rate.

There is, however, a general reluctance of the underrepresented minority student to make use of the services available at counseling centers. The reason most commonly given is the absence of sensitive staff. Many centers are staffed by graduate students who are employed part-time rather than by full-time professionals.

Various "special admit" programs, which employ full-time counselors more accustomed to dealing with minority students, have been able to ease the transition into the collegiate environment and, thereby, have contributed to student persistence. However, underrepresented minority students who are not special program participants, and who may not be aware of the need to see a program counselor, often drop out when participation in such programs might have saved them.

Special admit programs have several attractive features which contribute to their success -- walk-in counseling and coordinated vocational and academic counseling-

advising-tutoring. However, coordination of vocational counseling and academic advising can pose a difficult problem for colleges and universities (Spurlock, 1974). Confusion about the goals of the counseling sessions can be interpreted by minorities to be an indication of an uncaring attitude on the part of the institution. When this happens, the opportunity to help students has been lost.

Another support service which has been critical in ensuring the success of underrepresented minority students is learning skills development. The success of such services, however, is largely a function of the integration of the developmental work assigned and the students' regular introductory courses. When a close relationship is not clear, students are reluctant to participate.

Tutorial services, which are the principal means of academic support beyond the introductory level, are essential for moving underrepresented minority students through the system. Peer tutoring seems to be especially attractive to minority students, since most of the peer tutors, as a result of having already experienced the difficulties of adjustment to the intellectual and social rigors of higher education, are able to relate their experience to other students in meaningful ways.

POLICY RECOMMENDATION:

Recommendation 3.2.a. Student support programs should be staffed by individuals who are well trained, sensitive to the needs of underrepresented minorities, and who have adequate time and financial resources.

#3.3 FINANCIAL AID IS INADEQUATE TO ALLOW UNDERREPRESENTED MINORITY STUDENTS TO COMPLETE THEIR EDUCATION.

DISCUSSION:

Although the total amount of financial aid for California's students reached $1.5 billion from all sources in 1985, a number of factors -- demographic, social and economic -- are creating needs for even greater expenditures. This condition is exacerbated by a number of new forces: (1) declining federal participation; (2) the Gann cap on state expenditures; and (3) the rising cost of attending college. The decreasing supply of financial aid grant funds, combined with rising college costs, will have a disproportionate impact on underrepresented minority students who, for the most part, are also economically disadvantaged.

Inadequate financial aid affects underrepresented minority students in several ways. Unless high school students can be assured in some way that financial aid will be avail-

able for college attendance, they are not likely to pursue the rigorous pre-college courses of study necessary for admission to higher education. Second, the increasing reliance on loans couples the specter of long-term indebtedness with uncertain employment prospects. This can be a significant deterrent to applying for assistance or even planning on a higher education. Finally, grants which reduce the burden of indebtedness are usually available to incoming students, while upper division students must rely heavily on loans, thus reducing the incentives to persist.

One of the problems most frequently mentioned by minority students and administrators pertains to the large number of separate forms used by various state, federal, and other agencies to analyze financial need. Additionally, the financial need assessment tool does not always accurately reflect the level of need. Both the complexity of the system and the problems in assessing needs are identified as leading causes in the insufficiency of financial aid awards.

Once funds are received, there is a need to assist students in developing a budget for appropriate use of the funds. There is a vital need for financial aid counselors who understand the special problems of the families of underrepresented students and who can provide competent advice on budgeting the financial aid awards. For Hispanics, this may mean bilingual administrators who can explain the complex need analysis forms, as well as the conditions of the loan.

POLICY RECOMMENDATIONS:

Recommendation 3.3.a. The Legislature should immediately take steps to simplify the financial aid process and reexamine the procedures by which a student's financial need is assessed.

Recommendation 3.3.b. The Legislature should increase expenditures for financial aid counseling and loan programs commensurate with federal cutbacks and the increased costs of education.

Recommendation 3.3.c. The Legislature should establish a task force to study the relationship of student indebtedness to retention and success, with particular emphasis on underrepresented ethnic minority students, and to report its findings to the Legislature by January 1, 1988.

SECTION 4: EARLY OUTREACH AND STUDENT PREPARATION

Early outreach and student preparation are defined to be a partnership program (K–12 and postsecondary institutions) designed to motivate and provide academic enrichment services to underrepresented groups in our public schools in order to ensure their admission to and success in our postsecondary institutions.

CONFERENCE FINDINGS

4.1 The academic preparation of ethnic minority students is deficient at K–12 and tends to widen more in ensuing years.

4.2 A comprehensive plan for early outreach and student preparation has not been developed among the four public segments. This results in costly duplication and competition in some instances and total neglect in others.

4.3 Early outreach programs have not been sufficiently effective in motivating underrepresented minorities to prepare themselves for higher education.

Listed below are the driving and restraining forces for early outreach and student preparation identified by conference participants.

DRIVING FORCES

- Collaborative intersegmental efforts, e.g., TRIO, California Partnership, etc.
- SB 813
- Preparation program -- four years K–12 (MESA, CAPP, summer institute)
- Committed community -- parents, educators, legislators, etc.
- Financial aid support -- community scholarships, JTPA, SYEP, grants
- Existing special academic programs, e.g., Cal Math project, Writing Project, Mini-Corps
- Implementation of Model Curriculum Standards (K–12)
- Diagnostic testing programs
- AAUW female student workshops
- Summer youth employment programs
- K–12 categorical aid program

RESTRAINING FORCES

- Lack of institutional priorities, strategies and planning
- Attempt to apply old solutions to new problems
- Limited funding, staffing and resources
- Certified compartmentalization by educational segments
- Lack of role models at all levels

- Lack of California Master Plan for Education -- K-12 postsecondary
- Dysfunctional communication
- Lack of inservice training for teachers to reduce negative attitudes and emphasize knowledge of cultural diversity
- Dysfunctional intersegmental competition
- State commitment and policy regarding early outreach are ad hoc
- Lack of coordination and cooperation between and among the various segments regarding early outreach
- A lack of clearly articulated standardized guidelines for ensuring equity and efficiency checks in the delivery of early outreach
- An inadequate supply, preparation and training of K-12 teachers
- Inadequate attention to the quality of classroom instruction
- Lack of ways to positively impact the attitudes, orientation, and motivational profiles of underrepresented ethnic minority students
- Inadequate resources in K-12 for instruction, class size and physical plant
- Early educational tracking (K-12)
- Inability of parents to assist students in their educational aspirations
- No strategic planning perspective
- Lack of incentives, appreciation and regards for administrators, faculty and staff for their commitment to minority success
- Student poor self-concept
- Racism and sexism inhibit the recruitment of adequate role models
- Lack of appropriate staff development

#4.1 THE ACADEMIC PREPARATION OF ETHNIC MINORITY STUDENTS IS DEFICIENT AT K-12 WHICH TENDS TO WIDEN MORE IN ENSUING YEARS.

DISCUSSION

The educational journey for successful students extends from kindergarten through high school. The degree to which underrepresented ethnic minority students will be successful in acquiring a baccalaureate education depends, in large measure, upon the quality of these earlier educational experiences.

Many variables, including the education and occupation of parents, students' cultural attitudes, family income, and the quality of public education play significant roles in determining the performance of students along their education journey. These factors create a gap between those students who are prepared for school and those who are

not. According to Brown and Haycock (1984), "it is a complicated web of channels that operates to sort and classify students from kindergarten on, separating them both from one another, and, in effect, from access to a common base of knowledge." This already difficult process is compounded at every level for minority students, because they more than others are exposed to less experienced teachers, larger class sizes, and fewer resources.

According to the National Assessment of Educational Progress, the gap widens in both reading and math from an average age difference of 10 points between Black and White 9-year-olds to a gap of over 40 points in math and over 50 points in reading for the same groups at age 13. In 1985, CPEC found that over 80 percent of the Hispanic third-grade students in California public schools were reading below grade level. Additionally the results of the California Test of Basic Skills (CTBS) confirm that the achievement gap between white and minority students widens at each level in ensuing years.

By the time students reach junior high, their educational pathway has been established. Students are "tracked" into different classes reflecting their past academic achievement and the expectations the school has for their future performance. They are sorted into one of three different classes or tracks: vocational education, emphasizing job skills; general education for those who have not expressed an interest in higher education; and a college preparatory track for the college-bound student. Once established in a track, a student has difficulty leaving it, and future career and educational options are frequently curtailed.

If students are put into tracks that do not challenge and encourage them, there may be little motivation to complete school. In 1985, more than 33 percent of Black students and over 34 percent of Hispanic students failed to complete high school and graduate in California. Without a high school diploma, they have little opportunity to achieve a postsecondary education.

By enriching curricular opportunities in elementary and secondary schools and financially assisting higher education opportunities, we can remove many of the barriers minorities experience when they are trying to pursue a postsecondary education.

POLICY RECOMMENDATIONS:

Recommendation 4.1.a. Secondary schools should form partnerships with postsecondary institutions to develop comprehensive new curricula and instructional models and to improve the academic and teaching skills of their secondary school staff.

Recommendation 4.1.b. Cooperative working relationships should be formed between all postsecondary outreach programs and secondary school officials. Tutoring and academic skills building programs should be linked with comprehensive efforts to improve the college preparatory curricula of the secondary schools, especially those with high concentrations of underrepresented minority students.

Recommendation 4.1.c. UC, CSU and the community colleges should immediately build into their outreach programs a formal system for the early identification of students who might be encouraged to pursue careers in academia. This system should provide financial aid incentives for considering teaching as a career, and should extend into the high schools, and perhaps even the junior high schools.

#4.2 A COMPREHENSIVE PLAN FOR EARLY OUTREACH AND STUDENT PREPARATION HAS NOT BEEN DEVELOPED AMONG THE FOUR PUBLIC SEGMENTS. THIS RESULTS IN COSTLY DUPLICATION AND COMPETITION IN SOME INSTANCES AND TOTAL NEGLECT IN OTHERS.

DISCUSSION

Lack of comprehensive planning among the four public segments has resulted in costly duplication and, in some cases, lack of effectiveness, of programs providing early outreach and student preparation. The current trends toward more stringent admissions requirements are likely to exacerbate the problem in these programs as the focus shifts away from remedial and developmental programs in public postsecondary institutions. Unless there is purposeful collaboration among all segments of the educational continuum, the effect on the enrollment, retention, and graduation of underrepresented ethnic minority students will continue to be severe.

POLICY RECOMMENDATIONS:

Recommendation 4.2.a. The Legislature should expand the charge of CPEC to include the task of improving coordination and collaboration among all the program in public education segments that are attempting to address the underachievement and underrepresentation of ethnic minorities. The appropriate roles of UC, CSU and CC in this effort should be clearly defined.

Recommendation 4.2.b. The Legislature should mandate that each segment conduct impact studies regarding the effectiveness of Early Outreach service delivery. These studies should be used to establish a performance-based funding formula to determine the allocation of early outreach funds.

#4.3 EARLY OUTREACH PROGRAMS HAVE NOT BEEN SUFFICIENTLY EFFECTIVE IN MOTIVATING UNDERREPRESENTED MINORITIES TO PREPARE THEMSELVES FOR HIGHER EDUCATION.

There is little argument among experts that improving the motivation of underrepresented ethnic minorities is critical to achieving higher levels of educational attainment among this population. However, insufficient effort has been focused on either curriculum or teaching techniques that increase student motivation. Formal education must be perceived by these students as being relevant to their lives. The nexus between education and life opportunities must be made more apparent for these students.

POLICY RECOMMENDATIONS:

Recommendation 4.3.a. The University of California should support and conduct research designed to increase educators' and policymakers' understanding of those factors, strategies, and techniques which have a positive impact on the educational attainment of underrepresented ethnic minority students.

Recommendation 4.3.b. The Legislature should mandate that all Early Outreach programs include optimal parental involvement. At a minimum, these programs should assist the parents of underrepresented minority students to encourage their children to develop positive attitudes about school and college attendance, enroll in college-preparatory courses, utilize tutorial and other academic assistance as needed, and provide them with information necessary to acquire financial assistance.

SECTION 5: FACULTY/CURRICULUM

Faculty/curriculum refers to the ethnic and cultural diversity of the faculty, mentoring by minority and non-minority faculty, cultural awareness, the relationship between teaching techniques in support courses and the regular curriculum, the adequacy of cultural and ethnic materials in the curriculum and integration of ethnic and cultural studies at the institutions.

5.1 *Minority faculty should be actively recruited, retained, and promoted at postsecondary institutions as role models and mentors for underrepresented ethnic minority students.*

5.2 *All faculty should participate in programs which will sensitize them to the needs of minority students.*

5.3 *More culturally diverse subject matter should be incorporated, where appropriate, into the curriculum.*

#5.1 MINORITY FACULTY SHOULD BE ACTIVELY RECRUITED, RETAINED, AND PROMOTED AT POSTSECONDARY INSTITUTIONS AS ROLE MODELS AND MENTORS FOR UNDERREPRESENTED MINORITY STUDENTS.

Discussion

The tenured faculties at most of our public postsecondary institutions are mostly white and male. Even at the instructor and assistant professor levels, the percentage of minority faculty is lower than the already low percentage of minority students. When one includes tenured faculty at the associate and full professor ranks, the minority percentage drops further.

According to the most recent statistics from CPEC, the percentage of Black faculty at CSU remained at 2.6% between 1981 and 1983. In the tenure ranks, the percentage of Blacks decreased from 2.5 to 2.3%. For Hispanics, there was a slight increase in the overall faculty and tenure ranks, from 3.1% to 3.2% and 2.4% to 2.8%, respectively. The percentage of ethnic minority faculty at the University of California is also disturbingly low (Table 5).

The conditions in private institutions are no different from those in our public colleges and universities. In 1976, for example, Stanford University had 23 Black faculty members. Today the figure is 24 out of the school's 1,100-member faculty.

TABLE 5

PERCENT OF MINORITY LADDER RANK FACULTY, APPOINTMENTS, SEPARATIONS UNIVERSITY OF CALIFORNIA 1981-1983

PROFESSOR	BLACK	HISPANICS	AMERICAN INDIANS
% Employed	1.1	1.9	0.1
%Hired	---	4.3	---
%Separated	1.8	1.4	---
Assoc. Professor			
% Employed	3.0	3.8	0.5
% Hired	1.5	3.0	---
% Separated	1.4	4.1	---
Asst. Professor			
% Employed	2.9	4.5	0.2
% Hired	1.9	5.1	---
% Separated	1.9	3.2	---

SOURCE: California Postsecondary Education Commission

Although the percentage of Black and Hispanic faculty in the community colleges increased from 2.5% to 2.6% and 3.4% to 3.5%, respectively, between 1979 and 1983, Blacks lost a total of 72 and Hispanics lost a total of 76 positions over the four-year period.

When addressing the need to increase the percentage of minority faculty members, many institutions contend that there are not enough eligible minorities. National statistics tend to confirm this notion. Not only is the pool of minority graduate students and candidates for faculty employment small, but it is concentrated in a few disciplines. For example, of the nation's 2551 doctorates in engineering (one of the high demand fields), in 1980-81 only 24 were Black, 23 Hispanic and five American Indian (*Digest of Education Statistics*, 1983-84). In the social sciences and education, however (fields in which the demand for faculty has been declining), 714 Blacks and 192 Hispanics earned doctorates. This problem can only be exacerbated by recent declines in minority graduate enrollment.

While the actual numbers of Hispanic graduate students has increased, the Hispanic youth has been growing at a more rapid rate, resulting in a net decrease in the percent of Hispanics in graduate education. Meanwhile, the actual number of Black graduate students has declined.

TABLE 6

MINORITIES AND WOMEN IN GRADUATE SCHOOLS

	1976-77	1984-85	CHANGE
Blacks	65,352	52,834	-19.2%
Hispanics	20,352	24,402	+20.4%
Asians	18,487	28,543	+54.4%
Women	467,155	503,525	+ 7.8%

SOURCE: Center for Statistics, U.S. Department of Education

If today's graduate students are tomorrow's professors, then our institutions must increase their efforts to reverse the downward trend in Black enrollment in graduate schools and redouble their efforts to ensure parity representation for Hispanics.

Current efforts in minority faculty recruitment and employment do not match the gains made in the late 1960's and early 1970's. Several factors account for this declining interest in faculty diversity. First, federal affirmative action standards have been lowered, reducing the pressure on institutions to comply with affirmative action plans. Second, minority students' pressures for change on the institutions have declined radically. Finally, after more than a decade of programs and plans, it may well be the perception of many that the problem has been resolved.

With a small pool of eligible candidates for faculty positions, it is essential that institutions discover effective means to find candidates. CPEC, by legislative mandate, has for several years maintained a data bank of minority talent. Nonetheless, minority recruiting still tends to be haphazard and often dependent upon the personal contacts of a few faculty.

Equally important to increasing minority faculty is the need to develop and retain minority junior faculty. Strenuous demands are made on these faculty by virtue of their minority status. Minority faculty de facto bear a larger share of the advising and counseling responsibility for minority students than non-minority counselors, and this activity, which takes time away from their own academic pursuits, is not credited towards professional advancement. Additionally, a major responsibility of minority faculty members is to advise the institution on minority affairs, another time consuming task. Administrators must assume the responsibility for ensuring that an appropriate reward system is created that recognizes these contributions when tenure and promotional decisions are made.

The next 15 years will provide our postsecondary institutions with a window of opportunity for diversifying their faculty. Many new job opportunities will be opening up as an aging professoriate retires. But, current institutional practices allow departmental

autonomy in hiring, with minimal review of commitment to affirmative action. Institutions should enforce hiring practices which will encourage or require departments to recruit and hire qualified minority staff.

POLICY RECOMMENDATIONS

Recommendation 5.1.a. The Legislature should immediately establish a Minority Fellowship Program to provide financial aid for minorities to pursue graduate degrees.

Recommendation 5.1.b. The Legislature should immediately establish a Minority Faculty Loan Redemption Program which provides financial incentives to qualified minority faculty who wish to pursue their doctoral degrees.

Recommendation 5.1.c. UC, CSU and the community colleges should immediately establish education and internship programs for potential minority administrators to introduce their talent into the private sector.

Recommendation 5.1.d. The CEO of each segment should immediately:

(1) establish a clearinghouse for recruitment of underrepresented minority faculty;

(2) provide professional development opportunities for existing and all new minority faculty members;

(3) initiate faculty and staff development programs and projects dealing with racial and cultural bias;

(4) establish graduation requirements in ethnic studies for all potential educators.

Recommendation 5.1.e. Each postsecondary institution should take immediate steps to establish incentives and reward structures for faculty–student interaction, particularly in faculty promotion, tenure, and salary decisions.

Recommendation 5.1.f. Each postsecondary institution's CEO should propose, and the State should fund, a formal faculty mentorship program for minority students, including reduced classroom time for faculty participants who are employed in community colleges and CSU.

#5.3 MORE CULTURALLY DIVERSE SUBJECT MATTER SHOULD BE INCORPORATE, WHERE APPROPRIATE, INTO THE POSTSECONDARY CURRICULUM

DISCUSSION

The structure and content of the curriculum also play a significant role in the retention of underrepresented minority students. During the 1960's, our postsecondary institutions made curriculum changes in response to the needs of underrepresented minority students. This response took several different forms: sundry courses scattered among the disciplines; consolidated catalog listings of ethnic studies courses in various disciplines; coordinated interdisciplinary programs or institutes; departmental status for ethnic minority studies; and schools of ethnic studies. The number of these programs, many of them developed with little institutional support, has dwindled. Without a firm institutional commitment, they were very nearly doomed to failure.

Recommendation 5.3.a. The Legislature should mandate the establishment of a committee through the existing Intersegmental Committee of the Academic Senate and charge the committee with establishing standards for incorporating issues related to ethnic and cultural diversity into the institutions' curricula.